



Annual Report of the Community Relations Service 1985



In cover photo two Philadelphia police officers, one armed, one carrying equipment, rush into position at house of MOVE group during May 1985 confrontation. (The Philadelphia Inquirer/Vicki Valerio)



U.S. Department of Justice

Community Relations Service

Director

Washington, D.C. 20530

To the Senate and House of Representatives of the
United States of America in Congress Assembled:

I am transmitting a report on the activities of the
Community Relations Service of the U.S. Department of Justice
for Fiscal Year 1985, as required by Section 1004 of the
Civil Rights Act of 1964 (P.L. 88-352) and by Reorganization
Plan No. 1 of 1966, as revised by 28 CFR 0.30(b).

I hope this report will provide insight into the Service's
activities and help Members of Congress assess its performance
in executing its mandate.

Respectfully submitted,

A handwritten signature in cursive script, reading "Gilbert G. Pompa".

Gilbert G. Pompa
Director

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of the Community
Relations Service
1985**

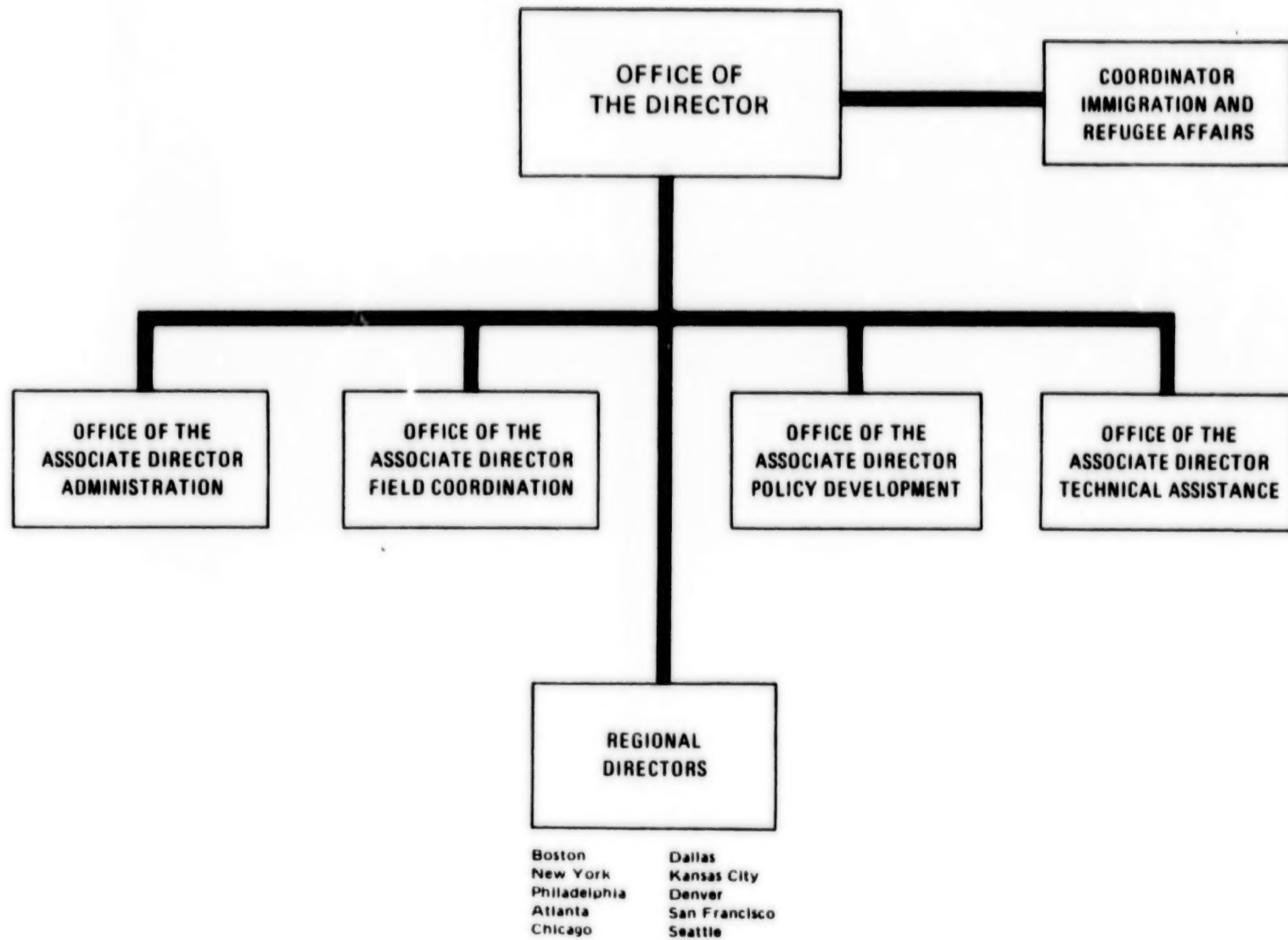


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THE COMMUNITY RELATIONS SERVICE



VI

Foreword

The Community Relations Service's (CRS) attention was drawn increasingly to emerging areas of racial/ethnic conflict in 1985. One such problem, illustrated on the cover of this report, was barricade or hostage situations that had the potential for polarizing entire communities.

There can be no question, for example, that the Philadelphia confrontation between police and the black group known as MOVE—depicted in the cover photograph—had a wrenching impact on race relations in that city and the country as a whole. But CRS also responded to or noted the occurrence of a number of smaller scaled, less intense incidents elsewhere in 1985.

Sensitivity about how police use force against minorities means that any barricade/hostage situation involving a minority person is potentially a controversial incident. However, there is added reason for concern in the possibility that the frequency of such incidents may be increasing. In any event CRS believes that all responses to future barricade/hostage incidents involving racial or ethnic minorities should be undertaken with these broader community implications in mind.

This agency also responded to a growing number of housing conflicts in 1985—for example, where a black college student's house and car were painted with the letters "KKK" and his family subjected to other harassment after they moved into a white neighborhood; where minority tenants charged public housing officials with long lists of discriminatory practices; where real estate firms were accused of "steering"; and where a house occupied by Cambodian refugees was twice set on fire by unknown persons.

What these incidents had in common was that they all grew out of a spirit of intolerance, or out of interference with people's right to live where they choose—free from harassment and discrimination. Of course, there is nothing new about the volatile nature of the housing issue: some of the most violent incidents of the last three decades have occurred when the matter in question was the subject of race and where people live.

But just as economic pressures have helped to make jobs and affirmative action a major focus of current racial/ethnic conflict, a combination of forces appears to be thrusting the housing issue to the forefront. In addition to responding to such incidents during 1985, CRS at the same time began preparing to deal with a heavier future caseload of housing-related disputes.

Another prominent feature of racial/ethnic conflict in 1985 was its increasingly cross-cultural nature. The complexity of disputes involving population groups from widely differing cultural backgrounds—whites, blacks, Hispanics, Vietnamese, Laotians, Koreans, Haitians, Arabs, and a growing number of others—constitutes an emerging problem area from which CRS also anticipates increases in its caseload.

The agency believes, too, based on its assessment of trends and community tensions, that school issues such as bilingual education, allocation of resources, and the halting of busing may re-emerge as a source of friction in the nation's communities during the months ahead.

Gilbert G. Pompa
Director

Responsibilities of the Community Relations Service

The primary responsibility of the Community Relations Service (CRS) is set forth in Title X of the Civil Rights Act of 1964 (42 USC 2000g): "It shall be the function of the Service to provide assistance to communities and persons therein in resolving disputes, disagreements, or difficulties relating to discriminatory practices based on race, color, or national origin . . ."

Under this basic mandate, the agency provides conciliation-mediation assistance directly to troubled communities to facilitate voluntary, peaceful resolution of racial-ethnic conflict. This mission, designated Program Area I, is carried out through 10 regional offices which are regularly alerted to community problems by local officials seeking assistance, by other interested parties, through direct observation by CRS staff, or through news media reports. Disputes determined to be within the agency's jurisdiction are carefully assessed to establish the specific issues involved, the disputing parties and their positions, whether the disagreement appears amenable to the agency's voluntary process, and the objectives to be pursued.

Then whatever steps necessary to achieve those objectives are initiated through conciliation or formal mediation. CRS has complete discretion in providing this dispute resolution assistance to communities, subject to the immediate supervision of the Deputy Attorney General.

A second major agency responsibility involves the care and processing of Cuban and Haitian entrants as authorized by Title V of the Refugee Education Assistance Act of 1980 (P.L. 96-442) and by Executive Order 12341 of January 21, 1982, which transferred these functions to the Department of Justice. The mission of the Cuban-Haitian Entrant Program (CHEP), which CRS designates as its Program Area II, is to provide humanitarian assistance for persons in detention or institutional care, and placement/resettlement services for those who are released.

Organizational Structure

Office of the Associate Director for Field Coordination

The Associate Director for Field Coordination is responsible for monitoring the day-to-day delivery of conciliation-mediation services by the agency's regional offices. The office is charged with ensuring that routine operational problems are addressed, that the regional offices are kept informed of policy decisions and other management actions affecting casework, and that casework adheres to policy directives, established priorities, and agency standards.

Office of the Associate Director for Technical Assistance

The Associate Director for Technical Assistance is responsible for providing support services to the agency's regional offices to facilitate the effective delivery of conciliation-mediation assistance. The office keeps the field staff apprised of pertinent developments in such areas as police practices and school trends, assists on-site when necessary, develops publications and other materials needed in casework, conducts research on new problems, and maintains a bank of consultants who are qualified to provide expert knowledge sometimes required to resolve complex disputes.

Office of the Associate Director for Policy Development

The Associate Director for Policy Development oversees the functioning of the agency's Operational Planning System, a central system for policy analysis, planning, management information flow and analysis, and program evaluation. The office also plays a key role in budget preparation in cooperation with the Office of the Associate Director for Administration, and initiates policy options for the Director's consideration.

Office of the Associate Director for Administration

The Associate Director for Administration administers, coordinates, and supervises all agency administrative activities, i.e., budget execution, property, personnel, fiscal management, and other usual administrative services.

Regional Directors

The 10 Regional Directors supervise all conciliation and mediation, and the delivery of other CRS services, in their respective regions. In addition to overseeing the day-to-day delivery of assistance to troubled communities by their staffs, regional directors also develop and maintain liaison with public officials, and appropriate public and private organizations and agencies in their regions. Regional offices are located in Atlanta, Boston, Chicago, Dallas, Denver, Kansas City, New York, Philadelphia, San Francisco, and Seattle.

Immigration and Refugee Affairs Unit

The Immigration and Refugee Affairs Unit is responsible for all CRS activities involving the care and processing of Cuban and Haitian entrants, including program operations, policy development, and research and evaluation. The unit also advises the Director generally on immigration matters and coordinates its activities as necessary with activities in the agency's main Program Area I.

Summary of Activities and Accomplishments

Program Operations

As indicated, CRS carries out its responsibilities under a two-part program structure: *Program Area I* is the Conciliation and Mediation of Community Disputes; *Program Area II* is Placement and Resettlement of Cuban and Haitian Entrants.

Program Area I has three main areas of ongoing concentration: Administration of Justice (AOJ); Education (ED); and General Community Relations (GCR). More specific priorities are established each year based on such factors as incidence of various kinds of disputes, analysis of current conditions, race relations trends, and other considerations. In FY 1985 the agency established five priorities: reducing the risk of civil disorder; police use of excessive force; containment and reduction of racial harassment; educational policies and programs; and refugee assistance and immigration.

Program Area II has six main areas of concentration:

- Placement of Cuban and Haitian entrants released from Immigration and Naturalization Service (INS) Special Processing Centers, primarily Krome in Miami, for humanitarian reasons, under exclusionary bonds, or when minors are involved;
- Secondary resettlement of Cuban and Haitian entrants living in the South Florida area whose initial resettlements are unsuccessful;
- Placement of Cuban entrants with mental health problems into transitional programs once they have completed treatment provided by the Public Health Service (PHS);
- Resettlement of Cuban entrants from INS and Bureau of Prison detention facilities, primarily the Atlanta Federal Penitentiary, into Special Placement Projects;
- Research and evaluation related to adjustment-of-status proceedings for Cuban and Haitian entrants; and
- Provision of technical assistance to Program Area I on immigration-related issues.

Conciliation-Mediation in Fiscal Year 1985

In FY 1985 CRS processed 2,165 alerts to serious racial-ethnic conflict; from these alerts 1,650 in-depth assessments were conducted. The result was 1,097 conciliation and mediation cases. A total of 842 cases were concluded during the year, leaving 255 in various stages of progress at the year's close.

Administration of Justice Cases

As usual, the most volatile disputes were the clashes between minorities and the police, especially where deaths were attributed

to the unnecessary police use of deadly force. This was the situation, for example, in disputes in San Mateo, California; Columbia, Missouri; and Cedar Rapids, Iowa.

In San Mateo an angry black community demanded the dismissal of a police officer of Korean descent who fatally shot a black youth, a burglary suspect he was attempting to handcuff, in the back of the head. Columbia police shot and killed a black teenage girl who officers said ignored their order to stop and tried to run over them in the car she had allegedly taken without a friend's permission. The Cedar Rapids dispute erupted after a black man died of injuries sustained while in the custody of the county sheriff's department.

There were strong protests in all three cities. Columbia experienced minor rock- and bottle-throwing incidents before black youths responded to black leaders' call for calm. CRS helped the cities' public officials and community leaders avoid further escalation of tensions and establish task forces to look into underlying causes of the animosity between their police departments and minority citizens. Similar confrontations were resolved with CRS assistance in dozens of other cities.

Sensitivity to the potentially heavy costs of liability suits was a factor in many police-citizen disputes to which the agency responded. For example, when Portuguese community leaders in Fall River, Massachusetts, sought assistance in addressing alleged police use of excessive force, CRS, among other actions, put together a public forum on municipal liability which contributed significantly to the ultimate easing of tensions. And after Hispanic citizens in several eastern New Mexico jurisdictions complained repeatedly of excessive force and other misconduct by police, four law enforcements agencies eventually joined with CRS in sponsoring municipal/civil liability training for 50 of the area's top police officials.

However, disputes over the alleged use of excessive force were only a part of CRS' Administration of Justice (AOJ) caseload, and liability concerns only one avenue through which the agency pursued change. The case histories which appear elsewhere in this report illustrate the range of AOJ disputes and CRS' efforts to resolve them.

Education Cases

School disputes to which the agency responded fell into two broad categories: those growing out of educational policies and programs, and those involving conflict between students. The former ran the gamut from controversial school closings to alleged intentional resegregation of students. The latter involved violence and other disruption between different student racial groups in school districts all across the country.

Black leaders in Toledo, Ohio, sought assistance because they believed that black children were being unjustly segregated into

classes for low achievers. CRS helped set up talks which ultimately led to disciplinary action against some school personnel, reassignment of black and white students, and creation of tutorial programs to help students make up for lost time. The agency also sought to help resolve such disputes as when black parents in Fulton County, Georgia, marched to protest the closing of a predominantly black elementary school; and when some groups objected to Floral Park, New York, dropping out of the Sewanhaka Central High School District because of the feared effect on the district's student racial composition.

In response to conflict at Kansas City, Missouri's, Northeast High School—the most racially diverse in the city—CRS helped establish a Student Response Team which successfully mediated disputes among the white, black, Hispanic, and Asian students. The Student Response Team is a concept for involving students themselves in conflict management which has been used with wide success.

The agency also worked with state departments of education on pilot projects that generated the application of increased state resources to the prevention of school violence. For example, in Washington state, the focus was on training school administrators to sharpen skills and on developing regional resource networks as a means of support. In Pennsylvania, the governor provided all school districts with copies of CRS-produced videotapes on preventing violence. In addition, at the request of the U.S. Department of Education, CRS joined security directors and other officials from several school districts in formulating other responses to the violence problem.

General Community Relations Cases

A number of disputes involved assisting local officials and community leaders in coping with the violence, harassment, and racial hatred promoted by the Ku Klux Klan (KKK) and like-minded groups. For instance, after a black student family moved into an all-white neighborhood near Idaho State University in Pocatello and someone spray-painted "KKK" on their car, the family was terrified and tension began to rise in the area's minority community. A visit by a robed, California Klan leader at local meetings heightened feelings still further. Asked for assistance, CRS helped organize a biracial community task force to provide support for the victimized family and to mount a general campaign against racial harassment.

Tension reached a peak in Fontana, California—where the KKK had often held rallies and distributed hate literature—when a black youth was left paralyzed as a result of a beating by a group of white youths. CRS help establish a human relations commission that began addressing the city's racial problems. The agency also assisted a number of cities, such as Mansfield, Indiana, with contingency planning to minimize the potential for violence after KKK rallies had been announced.

Another large category of cases dealt with disputes arising out of more general acts of racial intolerance by individuals rather than by organized hate groups. For example, when residents of predominantly white Southfield, Michigan, learned that the head of a private school from the Detroit inner city had acquired an unused, local school building, they blocked the move through zoning and fire ordinance challenges and suits in federal and state courts. CRS initiated discussions which led ultimately to a peaceful resolution of the dispute. In another instance the agency helped Coudersport, Pennsylvania, officials respond to indications that black delegates would not be welcome at a religious convention in the city.

There were other kinds of racial-ethnic conflict represented in the caseload—for example, a growing number of clashes involving new Asian immigrant groups, and fishing rights disputes between whites and Indians in Washington state. In general, the agency sought to respond to as many disputes as possible, focusing as always on greatest need and making a point of keeping abreast of developing problems.



Leicester Allen at McKinley School in Southfield, Michigan, a Detroit suburb. Some residents resisted his efforts to acquire unused building to house private academy attended predominantly by blacks. (Detroit Free Press photo by Damon J. Hartley)

Program Area I

Comparison of Workload Data for Fiscal Years 1984 and 1985

| Activity | 1984 | 1985 |
|------------------------------|-------|-------|
| Alerts received | 1,772 | 2,165 |
| Assessments processed | 1,419 | 1,650 |
| Conciliation cases conducted | 952 | 1,069 |
| Conciliation cases concluded | 718 | 826 |
| Mediation cases conducted | 22 | 28 |
| Mediation cases concluded | 16 | 16 |

Cuban/Haitian Entrant Program

A major area of activity under this program involves the placement of entrants from INS special processing centers—primarily the Krome Center in Miami—for humanitarian reasons, under exclusionary bonds, or when minors are involved. During FY 1985, CRS increased its placement activity for entrant minors and also negotiated a Memorandum of Agreement with INS which will permit CRS to provide other services to INS, upon request, on a cost-reimbursable basis.

The agency also designed a new secondary resettlement program for entrants in South Florida who are in need of better housing and employment opportunities. The program differs from others in its provision of comprehensive and highly structured resettlement services for entrants willing to move to specific cities outside Florida where housing and job prospects are better.

With regard to entrants experiencing mental health problems, CRS developed programmatic guidelines for agencies interested in providing support services and follow-up care for those who have completed treatment by the Public Health Service and need transitional, community-based placements. The agency made several grants in this area during the year.

Another key area of activity in FY 1985 was resettlement of Cubans from detention primarily in the Atlanta Federal Penitentiary. The repatriation agreement between Cuba and the United States—and its subsequent suspension—meant that CRS had to begin phasing down its work in this area and later begin planning for resumption of this role. As part of that planning, the agency also began an evaluation of this category of placements, which resulted in development of new program guidelines.

In another significant development, INS began an adjustment-of-status program in FY 1985 to permit eligible Cuban entrants to become "permanent resident aliens." CRS serves on the Cuban

Adjustment Coordinating Committee, which oversees the program, and was asked to undertake an assessment of the registration phase to identify key issues relevant to a future, large-scale legalization program. This activity also provided the opportunity to collect demographic data on the Cuban entrant population, and collection and analysis of this data will continue through next year.

Program Area II

Comparison of Workload Data for Fiscal Years 1984 and 1985

| Activity | 1984 | 1985 |
|--|-------|-------|
| Entrant population: | | |
| • Cuban-Haitian entrants in federal custody (at beginning of year) | 1,409 | 1,755 |
| • Arrivals and revocations of parole | 1,167 | 1,020 |
| • Resettlements | 677 | 576 |
| Grant activities: | | |
| • Grant proposals processed | 42 | 36 |
| • Resettlement grants awarded | 28 | 20 |
| • Agencies receiving grants | 22 | 22 |
| • On-site visits | 65 | 65 |

Management Improvements

With the introduction of its Operational Data Information System in 1979, CRS began a transition from manual to automated data processing of management information. However, until a Justice Management Division cost-benefit analysis in 1983 confirmed CRS' own finding that a minicomputer-based system would yield substantial savings, the agency had relied heavily on the Department's main-frame computer.

During FY 1985, the agency acquired its own minicomputer and began updating its management information system. That transition, which will be completed in 1986, will result in savings in staff time and costs.

The agency also improved management procedures in the Cuban-Haitian Entrant Program. The Immigration and Refugee Affairs (I&RA) Unit began computerizing information on program operations and the administration of grants to nonprofit organizations to resettle entrants. In addition, the I&RA Unit and the Administrative Office implemented recommendations from a Justice Management Division audit survey report on improving grants administration procedures.

Case Histories

Administration of Justice

■ A 19-year-old black girl was shot and killed by Columbia, Missouri, police officers after refusing to stop the car she was driving and allegedly trying to run over one of the officers. Approximately 200 black residents marched to the police station to protest the shooting. There were some minor incidents of rock- and bottle-throwing by black youths before community leaders prevailed upon them to stay calm.

Black leaders called for a federal investigation when the county prosecutor ruled the shooting justifiable even before an internal police department investigation was completed. CRS convened several meetings between the community leaders and city officials, one consideration of which was avoiding potential violence. The agency also helped set up a task force to examine the causes of the friction and distrust between residents and the criminal justice system, and to seek possible solutions to the problem. CRS staff members provided models of task forces that have worked successfully on similar problems in other cities.

■ In April 1985 a black man died as a result of a "sleeper" hold applied by a Portland, Oregon, police officer in an altercation involving the victim and two white men. Community reaction was immediate, and a CRS assessment indicated that the officer involved allegedly had used such holds to subdue people a number of times before. Tension was high and several hundred residents staged a march to protest the death and police use of the chokehold in general.

CRS' initial efforts focused on facilitating meetings between city officials and black community leaders to assure that a dialogue was taking place. The agency also assisted community efforts to get city approval for an inquest jury to investigate the cause of death and determine whether there had been police negligence.

Ultimately, with technical assistance from CRS, police and city officials took a number of steps. For example, use of the "sleeper" hold was quickly banned as a means of restraint, and a citizen task force was set up to examine all police use-of-force policy. That task force recommended a number of changes, including restricting use of the "sleeper" hold to those situations where deadly force is the clear intent. In addition, a multiracial citizens group and police officials began conducting classes in cultural awareness for line and staff police officers.

■ A black merchants group charged that the Los Angeles Police Department's (LAPD) deployment formula and policy were discriminatory because the South Central black community did not get its fair share of available manpower in relation to the serious crime rate and the percentage of police calls that went unanswered. The group stimulated citizen interest in the issue and organized a large turnout at a city council hearing. Two powerful neighborhood organizations, UNO (Hispanic) and the South Central Organizing Committee (Black), joined the fray. Several community meetings were later held.

CRS participated in a meeting with an assistant chief of the LAPD where minority community leaders proposed alternative formulas for determining deployment which would give more weight to violent crime. Subsequently, the chief of police agreed to an independent study and assigned an additional 29 officers to two high-crime public housing projects. The mayor requested funds for 100 additional officers. CRS was the catalyst in formation of the Citizens' Committee on Police Deployment, composed of representatives from the predominantly black South Central area and predominantly white San Fernando Valley area. The city had often been split along racial lines on the police deployment issue.

■ Relations between police and Hispanic residents of Plainview, Texas, had become increasingly strained until an incident provoked community leaders to seek CRS' help in redressing perceived grievances. In that incident a group of officers in a patrol car reportedly "hot-rodged" back and forth in front of a Hispanic-owned night club, with siren wailing and jeering at the club's patrons. In meetings with CRS, leaders said the incident was the last straw, that officers had repeatedly engaged in harassment, abusive language, use of excessive force, and other misconduct when dealing with Hispanic residents.

These perceptions were relayed to the chief of police and the city manager, and, with CRS facilitating discussions, a memorandum of understanding was soon worked out by a task force comprised of the city manager, top police officials, and five Hispanic citizens chosen to represent the community. That document, signed by the police chief and the chairman of the Hispanic group, contained these provisions: (1) the police department and the Hispanic community will strive to keep open lines of communications; (2) both will assist in disseminating information to keep the Hispanic community informed of processes by which the police department resolves conflicts such as complaints against policemen; (3) both sides will cooperate in dispelling rumors and assist others in interacting with the police department; (4) the police department will request technical assistance from CRS in the development and implementation of a municipal/civil liability and civil rights violations training program for its officers; and (5) concerned citizens and the police/city administration will bring problems and complaints to the proper authorities so that disputes can be resolved.

■ Black community residents demanded the dismissal of a San Mateo, California, police officer of Korean descent for fatally shooting a 20-year-old black man in the head. According to the police, the officer's weapon discharged accidentally as he tried to holster it after handcuffing the victim. The incident occurred following an automobile chase in which the officer had pursued the man, a burglary suspect.

Following CRS' intervention, there was a lessening of tensions in the black community, and joint communication was initiated between a coalition of black ministers and city representatives.



CRS conciliator Booker Neal (in light-colored suit at lower podium) responds to questions at community protest meeting after police fatally shot black San Mateo, California, resident. (Photo by Martin E. Klimek)

The city agreed to establish a citizen's task force that would consider problems and conditions in the black community, and review the police department's firearms policy and citizens complaint procedures; to work with religious leaders to improve police-community relations; and to provide police officers with training and sensitivity programs to improve "the sense of community of police officers." Most police officers live outside the city limits.

At the request of both city officials and the ministers, CRS moderated discussions during these meetings which, at times, were very tense. City officials indicated the officer would not be returned to street duty, and that they would recommend a medical release for him. CRS also contributed to reducing tensions by assisting the ministers as they planned and carried out two separate marches and rallies—the first at city hall and the second at police headquarters.

■ Tensions between American Indian residents and law enforcement officials in Konawa, Oklahoma, escalated to a crisis level, with threats of violence against the police, after a truck ran over an Indian child. The white driver allegedly failed to stop as the child got off a school bus. In a series of meetings with Indian citizens, the community at large, and police and city officials, CRS heard a range of charges against police. Indians and some whites alleged that there had been repeated incidents of excessive use of force, harassment, illegal search and seizure, as well as denial of counsel.

CRS encouraged both the Indian community and city officials to create an ad hoc task force comprised of four Indians and four members of the police/city administration to collectively develop

recommendations and actions to resolve the conflict. After a number of meetings chaired by CRS, the task force produced a memorandum of understanding that provided for the establishment of a permanent Indian Advisory (IAC) Committee on Administration of Justice. The IAC would assure that the task force's recommendations were carried out and work with the city officials on other matters of concern to the Indian community.

The task force recommended: (1) that the police department's policies on the use of firearms and physical force be reviewed and revised with technical assistance from CRS; (2) that the department's citizen complaint procedures be reviewed and revised, (3) that the police/city administration request technical assistance from CRS to develop and implement a municipal/civil liability and civil rights violations training program (with Indians attending civil rights training alongside police officers); (4) that Konawa host a training program for law enforcement officials in the area; and (5) that the city administration create an ombudsman (Indian) to work closely with the mayor, city manager and other city officials on Indian-related matters.

■ CRS assistance was requested by the coordinator of refugee resettlement for New Orleans, whose major concern was the escalating problem between black and Vietnamese gangs in the eastern section of the city. CRS initiated a meeting with the Vietnamese community and the black residents in the area. One immediate problem was the perception that since the problems involved two minority groups, the police were not concerned. Leaders in the black and Vietnamese communities wanted to see some expression of concern on the part of law enforcement agencies.

CRS convened a meeting between the community leaders and police to discuss these issues. The meeting produced an awareness that the police were indeed concerned, but felt somewhat alienated when entering this community. The result of the meeting was a large-scale effort by the community and the police department to improve the situation, with CRS giving technical assistance to both sides.

The culminating event was a session hosted by the New Orleans Police Department's Seventh District. There were no formal speeches; the officers and the community just got to know each other. The Vietnamese residents and officers communicated by having the younger Vietnamese act as interpreters. Blacks and the Vietnamese began to realize that they were not enemies. The community now understands that the police are concerned about the problems. The deputy chief of police has indicated that the department has made significant inroads into the community as a result of the cooperative efforts.

■ Albany, New York, police officers shot and killed a black man known in the community to be mentally retarded. The circumstances under which the shooting occurred prompted citizens to raise serious questions about police procedure and conduct. Black community leaders held a series of demonstrations and demanded the creation of a police civilian review board and the dismissal of the officers involved. CRS initiated meetings with a number of city officials and civic leaders to discuss the issues and formulate a plan to address their concerns.

Over a 12-month period, the agency provided technical assistance on developing a civilian review panel, on how to approach procedural changes in the police department regarding handling the mentally disturbed, and made recommendations on opening lines of communication between city officials and community groups. The proposed civilian review panel was established and reflects characteristics of model programs provided by CRS.

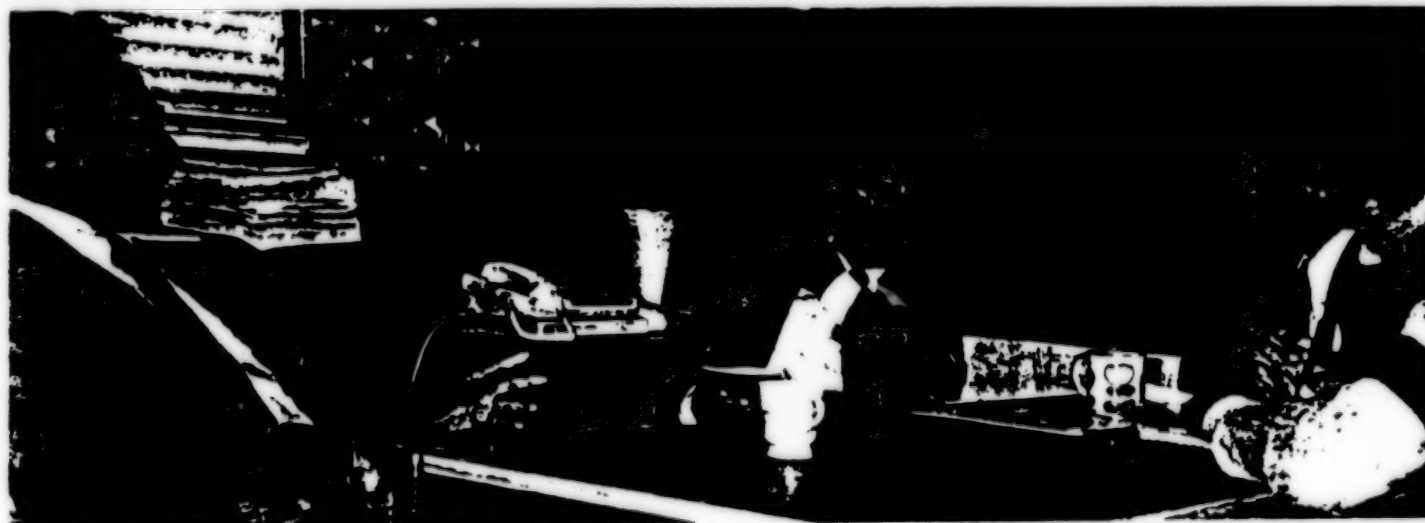
■ The Pittsburgh Public Housing Authority's Police Department has major responsibility for law enforcement and crime preven-

tion in the city's public housing complexes. Over the last several years, the force had experienced serious confrontations with tenants, leading in some cases to property damage and personal injuries. The department's director, in an effort to further professionalize its operations and to reduce police-tenant tensions, requested that CRS design and conduct training programs for his officers. The agency conducted an eight-hour training program in communications and conflict resolution skills for 30 supervisors and officers. The program was well-received, and CRS is now moving to establish programs for structured dialogue between the housing authority police and tenants.

■ In Cedar Rapids, Iowa, black residents began protests after a black man arrested for public drunkenness died of injuries sustained while in jail. The morning after he was arrested, jail workers found him unconscious in his cell. He was taken to the hospital for treatment but died two days later. The medical examiner attributed the death to a blow on the head. He also found other injuries that included two fractured ribs, a bruised pancreas, spleen, and liver, and multiple bruises on the arms and legs.

The death and protest demonstrations which followed caused a sharp rise in tensions between the black community and the police. Although the jail is under the control of the county sheriff's office, protesters initially focused their anger on the city police department. CRS intervened with a first priority of helping officials and black leaders avoid escalation of the tension to violence. The next priority was establishing a basis on which discussions could take place.

Since both the sheriff's office and the police department were involved, CRS approached the heads of both agencies, and they agreed to participate in talks with CRS as mediator. (During this dispute, a new sheriff was elected, but he continued the office's involvement.) The discussions surfaced several other issues in addition to the jailed man's death. In fact, black community-law enforcement relations have been troubled for a number of years. CRS was involved in another attempt to improve relations after police and black citizens sustained injuries in a controversial 1978 altercation.



CRS conciliator Pasqual Marquez (left) meets with Cedar Rapids, Iowa, Public Safety Commissioner Floyd Bergen (center) and members of the Black Coalition to discuss death of black citizen from jail injuries. (Photo by Don Harris)

The negotiations in this latest dispute led to an improved citizen complaint process, agreement on more equitable delivery of services to the black community, but perhaps most importantly to creation of a biracial task force which will continue to work on law enforcement problems. Four committees were established indicating the task force's main areas of concern: firearms policy, citizen complaints, police recruitment, and police-school liaison.

A county grand jury indicted a deputy sheriff on involuntary manslaughter charges in the death of the man who was jailed. However, that officer was eventually found not guilty. Nonetheless, significant progress was made in improving relations between black citizens and the Cedar Rapids Police Department as an outgrowth of the tragic incident.

■ A local Mexican-American community organization requested CRS' assistance when frustration turned to anger as a result of an alleged incident of police brutality and the exoneration of the officer involved by the Fort Wayne, Indiana, police department.

CRS' meetings with law enforcement officials and community leaders helped restore communications between the police and the Mexican-American community. The agency also provided English- and Spanish-language publications describing citizen complaint procedures, as well as training resources dealing with civil liability and racial cultural awareness.

■ CRS assistance was requested in Rock Island, Illinois, after several incidents of alleged excessive use of force by police contributed to a deteriorating relationship between officers and the minority community. In meetings with community leaders and police officials, CRS urged a police-community relations forum, and provided training materials, which led to improvements in police-community cooperation. The agency's efforts resulted in the development of new policies and procedures and a pamphlet on filing citizens' complaints with the office of professional standards.



Rock Island, Illinois, residents at meeting called to address growing police-community relations conflict. Participating at table on left is CRS team of Val Obregon, Atkins Warren, and John Terronez. (Moline Dispatch photo by Gary Krambeck)

■ After a black Kansas City, Kansas, youth was found dead in a mud-filled culvert, questions were raised in a black community newspaper, by the youth's mother, and by others about the possibility that the death was not accidental but rather was the result of racially-motivated violence. After two autopsies, suspicions remained about the death. Investigations were under way by local, state, and federal agencies, but the youth's mother, the mayor, and others also wrote the U.S. Attorney General asking his help in seeking a third autopsy by the Armed Forces Institute of Pathology (AFIP). The Attorney General, based in large measure on CRS' assessment of the community tension, complied with the request, and the Institute sent a team to Kansas City to conduct the third autopsy. CRS coordinated the visit of the AFIP team with the youth's family, law enforcement agencies, the medical center where the autopsy was performed, and others. Although the AFIP autopsy was inconclusive, it helped reassure the community in that no obvious sign of foul play was found.

■ On referral from the U.S. Attorney for the Eastern District of Pennsylvania, CRS met with a city commissioner who was concerned about the number of alleged police abuse complaints received from Darby Township's minority citizens. CRS' assessment revealed that suspicions and mistrust characterized much of the exchange between the minority community and the police department. According to minority leaders, charges of police abuse had not been effectively investigated or pursued. The police department also had not instituted policies on use of force or firearms and had no training capability or programming in community relations.

After meeting with elected and appointed officials as well as minority citizens, CRS formulated an approach which included the development of a firearms policy. This effort was completed with the unanimous approval for a manual of rules and regulations by the board of commissioners. In addition, CRS developed a concept paper on improving police/community relations which included suggestions for initiatives by the community.

■ Early in 1985 the agency responded to allegations of excessive use of force, harassment, and other mistreatment of Hispanics by law enforcement officers in Curry and Roosevelt Counties, New Mexico. Soon after intervening, CRS, two area police departments and two sheriffs offices sponsored training programs on municipal/civil liability and civil rights violations in which 50 local law enforcement officials participated.

CRS also provided technical assistance to its four co-sponsoring agencies in reviewing and revising their policies and procedures on the use of firearms and physical force. Experiencing success with this approach, the agency subsequently provided similar assistance in the development of training programs, and the review of policies, to eight other major law enforcement agencies in southeastern New Mexico. Each of these agencies invited surrounding, smaller law enforcement agencies to participate in the training sessions.

■ A major increase in racial incidents in Boston and elsewhere throughout New England directed at Southeast Asians indicated the existence of a serious problem. In cooperation with the College of Criminal Justice at Northeastern University, CRS convened leaders of nine different racial, ethnic, and religious groups and institutional and municipal leaders from 15 communities to examine this phenomenon. This workshop produced a number of innovative approaches to the problem, and the results will be used in communities throughout the region.

CRS' assessment also indicated that much of the problem lay in isolated placements of refugees and a lack of "community conditioning" to receive the new arrivals. In addition, the formal structure for refugee placement did not appear alert to the public safety issues faced by the refugees. CRS met with the Regional Office of Refugee Resettlement of the Department of Health and Human Services to design a program whereby the formal levels of refugee oversight could make this issue a priority. The agency also presented a conciliation workshop and provided technical assistance to state refugee coordinators on methods to both prevent and respond to harassment.

The second fire at a three-story building housing 36 Cambodians in Revere, Massachusetts, illustrates the violence directed at Southeast Asians. In responding to this incident, CRS directed its efforts to the public safety responsibilities of city officials and to facilitating better communications with the Cambodians. Central issues were addressed by the mayor and city officials as a result of CRS' intervention, and a commitment was made to keep lines of communication open and to assure that the necessary actions would be taken to prevent such racial harassment and violence.

■ Assistance was requested by members of the Cape Verdian Society of Pawtucket, Rhode Island, due to an increase in complaints alleging police brutality. CRS assisted the police department and the Cape Verdian community in looking into these matters, provided technical assistance in the development of a community advisory group to the police department, and conducted a workshop on civil rights and municipal liability for approximately 75 police officers. In general, the agency facilitated a greater police awareness of Cape Verdian concerns and opened up a communications process between the community and the police department.

■ After the local NAACP complained to the Beaumont, Texas, city council of abuse, harassment, and general discrimination against blacks by police, CRS convened meetings between black leaders and police officials to analyze the cause and possible solutions. Hispanic leaders were also brought into the discussion since they were voicing similar complaints. Two things soon became evident: that the police needed to better understand the minority communities; and that minority citizens needed to know police department operations better. To address these two needs, CRS assisted in the formation of a police-community relations council comprised of blacks, Hispanics, whites and Vietnamese. With continued assistance from CRS, the council organized culture-related training for all members of the police department and im-

plemented a series of police/community workshops in several targeted areas. Police/community tensions were greatly reduced as a result of these activities.

■ A Hispanic youth was shot and killed by a Paterson, New Jersey, police officer during a narcotics arrest, and the incident sparked a citywide demonstration by the Hispanic community. After meeting individually with the mayor and city officials, demonstration leaders, the family of the victim, and Hispanic community leaders, CRS established a dialogue which led eventually to meetings between the Hispanic leaders and the mayor and chief of police. This round of meetings allowed for clear lines of communication to be developed between the minority community and the police department, and meetings also increased the community's knowledge of police problems and operations. For example, Hispanic leaders became involved in a "Ride Along" program with the police department to learn first-hand about police procedures. Another by-product of the meetings was a request from the chief of police that CRS provide training at the Paterson Police Academy on police/community relations. The agency developed a special training package which has been presented in Paterson and also in Hillside, New Jersey.

■ Since 1979, CRS has sponsored seven statewide seminars to look at disparities in sentencing and other apparent ethnic bias in the criminal justice system. The agency has three primary objectives in these seminars:

- To share with judges a variety of information relevant to bias in the system generally and sentencing disparities in particular, as reflected in statistical data and the perception of minority groups.
- To provide an opportunity for experts on interaction between minorities and the criminal justice system to discuss recommendations to resolve or alleviate bias problems.
- To provide resources to help court systems address disparities locally, and to alleviate intergroup conflict provoked by such disparities.

The agency tries to focus attention on all key decision points in the system, involving the police, prosecutors, juries, and the judiciary. However, special emphasis is placed on pointing out how the system works to alleviate or increase intergroup conflict.

The first such seminar was held in June 1979, in cooperation with the Alaska Courts System and the state's Human Rights Commission. The most recent seminar was conducted in August 1984, under the auspices of the Judicial Administrative Division, at the American Bar Association's Annual Meeting in Chicago. That session presented the opportunity to make the case to judges and other lawyers from many sections of the country at one time.

CRS also consulted during FY 1985 with officials at the National Judicial College (NJC) on integrating racial justice topics in the NJC curriculum. In response the NJC scheduled a one-week specialty course called "Equal Justice in the Courts" for its Fall 1984 term. In addition, the college planned that its regular courses would be expanded to include a concise presentation to increase judges' sensitivity and provide specific examples of successful programs through which courts have sought to reduce bias

or the perception of bias. CRS believes that these cooperative ventures with the judiciary will have significant long-term impact on community relations.

■ Shortly before 8:00 A.M., an armed black man disguised as a woman forced his way into a food stamp and check-cashing agency in South Philadelphia's Financial Exchange Building as the manager was opening for the day. In the process a silent alarm was tripped, and the police responded.

Seeing no visible signs of disturbance, officers at first believed the alarm had been tripped by a burglar. However, returning with a key, they discovered that a robbery was in progress and were able to pull the woman manager, who at one point had been locked in a vault, to safety before the suspect could react.

At that point, dozens of heavily armed officers surrounded the building as hostage/barricade negotiators talked to the suspect by phone. Despite the efforts of the police negotiators, the suspect refused to give himself up, threatening instead to come out shooting or commit suicide. He was armed with a .357 magnum handgun.

By coincidence, a staff member of CRS' office in Philadelphia had made an appointment that morning with the First District police commander. Told upon arrival that the district commander had been called to an emergency three blocks away, the CRS staff member walked to the scene and was prevailed upon to talk with the suspect.

The suspect told CRS' staff member that he feared dealing with the police because they had beaten him in an incident years earlier. He then asked to talk with someone from the Veterans Administration (VA), and when the conversation produced the names of two familiar doctors, police had the one doctor CRS could locate brought to the scene. This enabled police to identify the man, a veteran, and relatives were also brought in to talk with him. Ultimately, seven hours after the incident began, he put down his weapon and walked from the building, where police took him into custody.

Thus, the incident ended peacefully. However, it came only a few short weeks after the MOVE-police confrontation and resulting fire, and there was considerable potential for negative impact on community relations from another violent hostage/barricade incident. CRS' role in resolving this situation was occasioned by fortuitous timing: because of a previously scheduled appointment, an agency staff member was on hand. But that involvement was significant in that the agency was instrumental in avoiding an outcome that might have had seriously damaging effects on already-tense race relations in Philadelphia.

Education

■ In January 1985, a federal judge requested that CRS attempt to resolve a dispute between parents in Brooklyn, New York's, School District No. 20, local school officials, and the central school board. The issues before the court centered around the busing of Puerto Rican kindergarten children from a neighborhood school across the district to an apparently under-utilized school. Puerto Rican parents charged that school officials

were using their children to build up enrollment and prevent the closing of the under-utilized school, which is in a predominantly white area.

CRS attempted to resolve the dispute through the conciliation/mediation process, and made a series of recommendations to all parties on how to address the issues involved. The agency also provided on-going advice to parents on maximizing their input at school board meetings and suggested courses of action related to the busing issue. The agency's efforts to resolve the dispute were unsuccessful due to the school board's unwillingness to use the alternative-to-litigation process. Thus, the matter returned to court. However, CRS was successful in opening direct lines of communication between parents and school officials, and this has led to a more equitable delivery of services.

■ Hispanic parents in Frederick, Colorado, asked CRS for assistance with respect to their allegations that their children were victims of physical abuse and unfair punishment at the local high school. Some parents threatened to file suit if no relief could be obtained through voluntary means. As a result of a series of meetings between parents, faculty and administrators facilitated by CRS, an all-day workshop was conducted by Northern Colorado University on improving school relationships and discipline. The school superintendent also requested that the Desegregation Center at Weber State College in Ogden, Utah, conduct a study of the school climate. Relations improved significantly as a result of these activities.

■ When Pikes Peak Community College faced budget cuts and staff reductions, minority employees feared that they would be the first to go, along with minority programs. Faculty members and administrators accused the college of discrimination in promotions, assignments, and in other areas. CRS assisted the college president, her staff and minority employee representatives in the development of a plan in which employment and budget data were thoroughly examined. This led to a better understanding of the budget process, and of minority staff's concerns. Ultimately, no minorities were removed from the staff, and this was attributed to the negotiations process.

■ The Utah State Department of Education conducted an assessment of conditions at Salt Lake City's Brighton High School, noted as one of the nation's top academic high schools, after a teacher allegedly slammed a Polynesian student against a wall. The assessment called for inservice training in human relations, and CRS was asked for assistance. The agency consented to provide cross-cultural conflict management training at the school and was assisted by a consultant and a state university professor in that process.

■ The St. Louis School District asked that CRS meet with its security staff to discuss conflict management, the role of security in reduction of racial isolation, and interacting with student response teams, a mechanism for involving students themselves in conflict management. Officials wanted to enhance the skills of security officers in trying to resolve on-the-job disputes and difficulties. CRS presented conflict management training for 90

security officers and addressed those issues, using among the training aids a videotape on school disruption which the agency itself developed. The training was well received by the participants.

■ The Providence, Rhode Island, school system had experienced serious student conflict problems, mainly in areas surrounding school facilities, before and after classes. CRS was asked to provide technical assistance to secondary school principals and central office staff regarding the management of school disruption and violence. These issues were addressed in a highly successful workshop conducted by CRS.

General Community Relations

■ In Pocatello, Idaho, unidentified persons spray-painted "KKK" on the sides of the home and car of a black family shortly after they moved into an all-white residential area near Idaho State University. The family was terrified by the incident, and tension began to rise in the area's minority communities. A visit by a California Ku Klux Klan leader for meetings with local whites further heightened tensions.

Civil rights leaders appealed to CRS for help. The mayor appointed a task force composed of a cross section of white and minority leaders which, with technical assistance from CRS, launched a campaign to provide support for the victims, raise the consciousness of the city to racial harassment, and spearhead a public response. The task force established a reward fund and took out a newspaper advertisement bearing 415 names protesting the harassment. In response to CRS' recommendations, city officials also appointed a human rights commission, and CRS trained its members in responding to harassment and in the basic functions of such commissions.

■ A tragic incident began in Madison, North Carolina, when a black employee of a waste disposal company received a paycheck one Friday which he believed short-changed him for hours he had actually worked. Family members later said the mechanic often felt he had been short-changed during his 18 years with the company. In this instance, on the following Monday morning he confronted one of his employers and was fired. Moments later, he returned and shot his employer, killing him instantly.

The man then barricaded himself in the warehouse building after allowing several employees to escape to safety. Armed with a shotgun, rifle, and a pistol, he held police at bay for the next 16 hours. Two officers were wounded during this standoff. Finally, the warehouse was destroyed by a fire believed to have been ignited by a tear gas canister. The barricaded suspect's body was later found in the ruins, his death apparently the result of a self-inflicted gunshot wound.

When CRS learned of this incident, a team was immediately dispatched to the site. There was considerable tension: some black residents harbored suspicions that police had started the warehouse fire deliberately; whites complained that sympathetic media coverage was portraying the black mechanic as a martyr

and smearing the city's reputation. In addition, black residents charged in later meetings with local officials that they had long been discriminated against, and that police handling of the barricade incident reflected the city's low regard for blacks.

CRS provided conciliation assistance to avert escalation of these tensions, and no further violence occurred. But because of the racial undercurrents which surfaced, city officials appointed a blue-ribbon citizens committee to examine the implications of the barricade incident. Alluding to the racial tensions, the chief of police later wrote to CRS that he honestly felt that had it not been for the agency's efforts, "our community could have faced an even larger and prolonged tragedy."

■ The concern of a number of organizations in Rhode Island, including the Governor's Commission on Racial Harassment, prompted CRS to become involved in the issues affecting the state's Hispanic community. One problem the agency found in the assessment process was a lack of information about Hispanic problems. CRS' activities led to a forum on Hispanic issues at the state capitol which involved elected officials, key department heads of local and state agencies, and representatives of the business community. This session represented the first time such an effort had been undertaken in this state.

Since that meeting, a number of developments have taken place: a special program was developed to hire Hispanics in the communications section of the state public safety department; meetings were held with the state director of public health and the director of the Rhode Island Hospital Association to address medical problems experienced by the Hispanic community; and meetings were held with state school officials to discuss education problems. In addition, an advisory committee to the lieutenant governor on Hispanic issues was formed. CRS is providing assistance in addressing problems in all of these areas.

■ In the middle of the salmon-fishing season a series of highly volatile confrontations developed between tribal fishermen and non-Indian residents of Fox Island, Washington. Weapons were brandished in some incidents as waterfront landowners complained of trespassing and verbal harassment by Indian fishermen. Those fishermen complained of interference with the exercise of fishing rights guaranteed under the Medicine Creek Treaty of 1854. Law enforcement agencies felt trapped in the middle.

CRS' assistance was requested by residents and tribal officials. The agency was able to arrange joint meetings between representatives of the Puyallup, Nisqually, and Squaxin Island Tribes, landowners, Pierce County Sheriff's Office, and the Washington Department of Fisheries. Once dialogue started, tensions began to subside. Confrontations ended when the tribes voluntarily closed their fisheries four weeks early, and preparations were made to avert similar problems the next year. This led to a number of informal understandings: selected waterfront areas were designated "safe areas" where owners were committed to recognize the treaty rights; the tribes agreed to strictly enforce regulations governing the location and lighting of nets; the tribes will provide portable toilets at landings for fishermen; and provisions were also made for close coordination between the state, county, and tribal law enforcement agencies involved.

■ The NAACP in Natchitoches, Louisiana, requested CRS' assistance in addressing alleged discrimination that reflected a clear double standard for blacks and whites. In an assessment the agency found a nearly total distrust between black and whites of initiatives by the other side to deal with perceived problems. To counter this mutual suspicion, CRS recommended that a biracial committee be formed to jointly examine issues and work out actions to be taken.

The biracial committee has become one of the most influential groups in the city. With the assistance of the CRS, it has addressed police misconduct and school security questions and obtained a commitment from the state and railroad officials to erect a barrier at a railroad crossing that has been the scene of several fatal accidents over the years. Initially, several city officials declined to serve on the committee. Those same officials later requested seats, an indication of the committee's success.

■ In 1985 more than 10 percent of Denver's homicides involved undocumented aliens, mostly from Mexico, as victims or suspects. Concerned merchants in the northside of the city, where most of the aliens live, contacted CRS, the police department, and the city human rights agency for help in addressing their concerns about crime. Jointly, the three agencies developed a plan with the merchants, interested citizens, and the area city council representative which resulted in a more visible police presence, increased reporting of crime by residents and merchants, increased awareness of crime through the local Spanish-language radio station and other media, and increased awareness of local agencies which provide services for drug and alcohol abuse. A neighborhood watch program was also established.

■ More than 12,000 Southeast Asian refugees have settled in Colorado since 1980. They have found that they are often the victims of crimes and have trouble understanding U.S. laws and their rights. CRS participated in a day-long seminar for representatives of agencies providing services to refugees in which assistance available was explained and contacts established. CRS also worked with the Denver Police Department's Community Relations Bureau and the Denver Agency for Human Rights on a videotape which explains law enforcement services in four Southeast Asian dialects.

■ The Minneapolis Civil Rights Commission and the Minneapolis Urban League asked CRS for assistance in a dispute between Southeast Asians and black residents of a low-income housing project. Laotian Hmong residents charged black residents with a variety of crimes, and tensions between the two groups led to fears of a possible violent confrontation. There was general criticism of the perceived minimal response from police and city officials to these racial tensions. CRS chaired a community forum which was attended by 200 people including representatives of the Hmong and black communities, mayor's office, city council, police department and public housing authority. This forum led to the development of a "Neighborhood Watch" program to protect both Southeast Asian and black residents, and crime prevention materials are being translated into various Southeast Asian languages.

■ The Kansas City area office of the Equal Employment Opportunity Commission (EEOC) requested CRS' help in bridging a communications gap that it felt existed with the Hispanic community. CRS convened a meeting between EEO officials and Hispanic leaders in which reasons for the gap were identified along with ways to resolve the problem. With assistance from CRS, EEOC and a local Hispanic community center worked out a memorandum of understanding which called for: dispatching an EEOC investigator to the center when a person cannot travel to the EEOC office to file a complaint; providing a Spanish-speaking investigator when necessary; the center to publicize EEOC's outreach effort; and for the center to provide EEO with work space when needed.

■ Just before the opening of the Texas Gulf Coast shrimping

season, white fishermen renewed complaints that their Vietnamese counterparts still were not following Texas fishing laws, and that the waters were being over-fished because of the number of Vietnamese-owned boats in operation. Vietnamese fishermen and Palacios, Texas, city officials asked CRS to organize a series of bilingual seminars on the revised fishing laws and recently-passed city ordinances regulating the building and transporting of fishing boats on land. The agency enlisted the aid of the U.S. Office of Refugee Resettlement, the state refugee coordinator's office, and the Texas Department of Parks and Wildlife in conducting the proposed seminars. The materials developed were reproduced by a state university and are being distributed by a fishermen's group to other coastal cities. CRS continues to provide assistance to other fishing communities that have been heavily impacted by Vietnamese resettlement.



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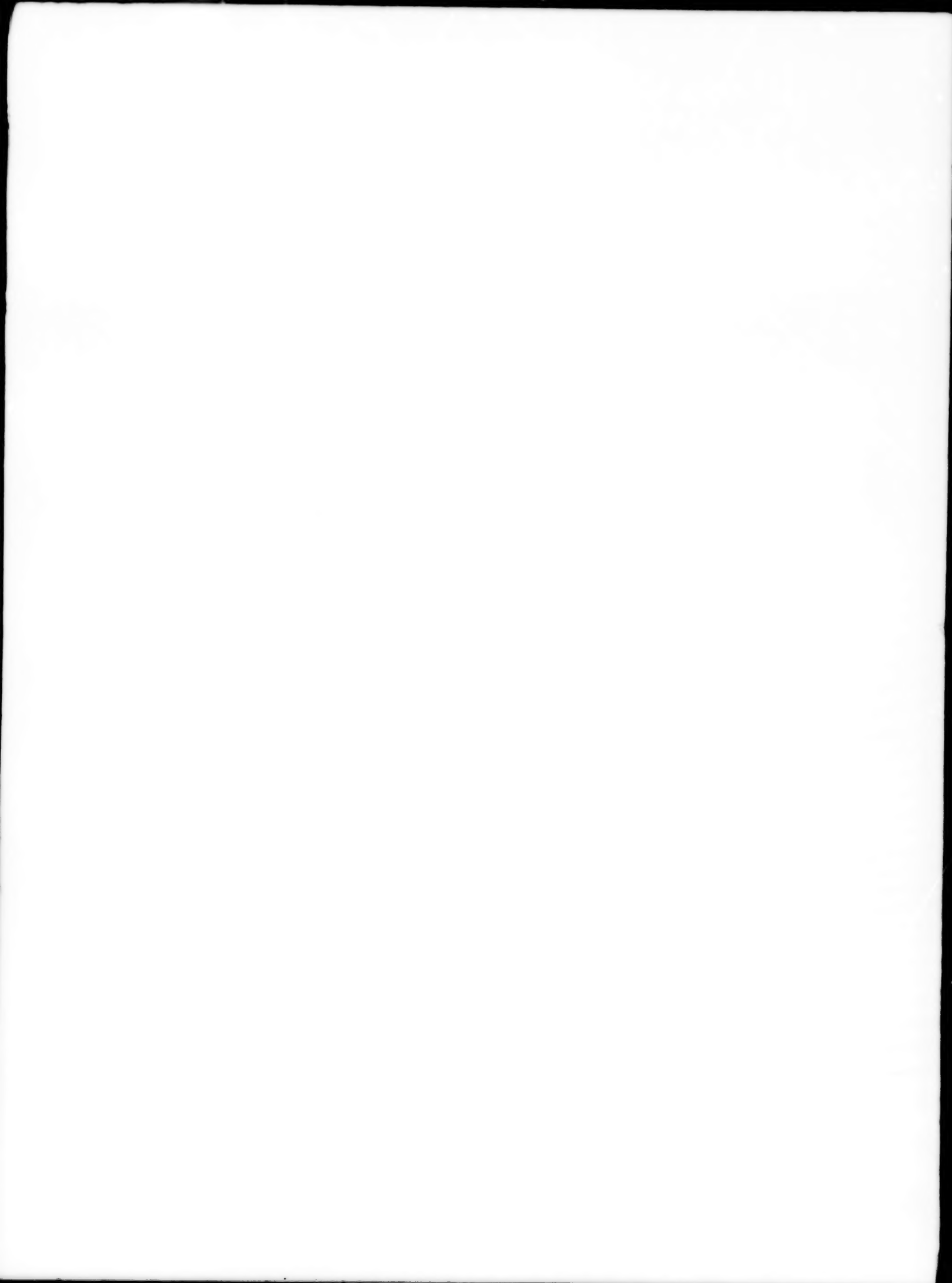
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